DOCUMENT RESUME

ED 143 426 PS 009 444

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TITLE Family Day Care Associations.
INSTITUTION Day Care and Child Development Council of America, Inc., Washington, D.C.
PUB DATE 76
NOTE 74p.
AVAILABLE FROM Day Care and Child Development Council of America, Inc., 622 Fourteenth Street, N.W., Washington, D.C. 20005 ($3.50)

EDRS PRICE MF-$0.83 HC-$3.50 Plus Postage.
DESCRIPTORS *Child Care Workers; Community Cooperation; Community Services; Day Care Services; Early Childhood Education; *Family Day Care; Financial Support; Government Role; Grants; *Organizational Effectiveness; *Organizational Theories; *Professional Associations
IDENTIFIERS *Family Day Care Associations; New York

ABSTRACT

This paper presents information on the organization and accomplishments of Family Day Care Associations, organized groups of individuals who provide day care services in their own homes. Although primarily based on experiences of day care mothers in New York State, the paper presents information relevant to day care providers in any area. Incentives as well as problems in organizing such associations are discussed. The paper also presents three hypotheses concerning significant beneficial effects of these associations on the provision of high quality child care programs. Hypothesis 1 states that group activity can improve both working conditions of providers and quality of services offered to children. Hypothesis 2 suggests that group visibility allows day care providers to influence licensing administrators to be more responsive to family day care issues. Hypothesis 3 suggests that group visibility can increase the extent of services and resources the community can offer to caregivers. Information and examples related to these hypotheses are presented. Also included in the paper are appendices which review the accomplishments of a variety of day care provider associations, describe the effects of mini-grants on specific associations, and present the by-laws of "The Licensed Family Day Care Association of New York State." A brief review of research on family day care is also included. (BD)

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FAMILY DAY CARE ASSOCIATIONS

by: Robert Bookman

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- Reasons providers are organizing.
- Characteristics of family day care associations.
- Problems of maintaining organizational unity.
- Accomplishments of existing associations.
- Current Research in Family Day Care.

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Day Care and Child Development Council of America, Inc.

1012 14th Street, N.W. Washington, D.C. 20005

PROVIDERS ARE PEOPLE

PROVIDERS ARE PEOPLE WHO TEACH THINGS
LIKE COLORS AND MANNERS AND MATH
DEXTEROUS PEOPLE WHO LEAD THINGS
LIKE CHILDREN UP THE RIGHT PATH.
PROVIDERS ARE PEOPLE WHO GIVE THINGS
LIKE KISSES AND SMACKS AND MUCH LOVE
GREEN THUMBISH PEOPLE WHO GROW THINGS
AND TEACH ABOUT LIFE AND THE DOVE.
PROVIDERS ARE PEOPLE WHO LEND THINGS
LIKE SCISSORS, BIKES AND CARTS
MAGICAL PEOPLE WHO MEND THINGS
LIKE ELBOWS AND HOLES AND HEARTS.
PROVIDERS ARE PEOPLE WHO FIND THINGS
LIKE MITTENS AND PAPERS AND GERMS
FUSSBUDGET PEOPLE WHO MIND THINGS
LIKE CUSSWORDS AND SNOWBALLS AND WORMS.
PROVIDERS ARE PEOPLE WHO CLEAN THINGS
LIKE MESSES AND SPILLS AND RUGS
SOFTHEARTED PEOPLE WHO KEEP THINGS
LIKE ARTWORK AND PRESENTS AND HUGS
PROVIDERS ARE PEOPLE WHO NURSE THINGS
A BOY OR A GIRL OR A MATE
AND ALL IN ALL THERE ARE WORSE THINGS
THAN PROVIDERS TO HAVE IN YOUR STATE.

By Joan Conine
Vice President of the
Licensed Family Day Care
Association of New York
State

"DAY CARE MOTHER ASSOCIATIONS"

Robert Bookman*

The growing number of state and local day care mother associations that have emerged in the past six years may have a significant effect on the service family day care provides to approximately 1.8 million children in our country.[1] In 1966 only the state of Washington appeared to have had a day care mother association.[2] By September, 1975, day care mother self-help groups had spread to at least 17 states.[3]

Although this article primarily examines the progress of day care mother associations in New York State, there are three hypotheses to be presented, that if correct, underscore the significance of the day care mother association movement in America today.

Hypothesis 1: Group activity by day care mothers can help improve both the working conditions of day care mothers and the quality of service they offer children.

Hypothesis 2: Group visibility allows day care mothers to influence licensing

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*Author is Parliamentarian and Fund Raiser for the Licensed Family Day Care Association of New York State.

administrators to be more responsive to family day care issues.

Hypothesis 3: Group visibility allows the community to offer its services and resources to a previously unidentified group of caregivers.

These three hypotheses will be examined later in this article.

Why Are Day Care Mothers Organizing?

Day care mothers have begun to form associations primarily to address collectively the issues that besiege their profession. Representatives from eleven associations attending the Day Care and Child Development Council of America's 1975 National Forum on Family Day Care cited the following three factors as primary sources of dissatisfaction; unreasonable federal and local regulations, low pay, and low status.[4]

Unreasonable Regulations - Mrs. Mariane Sweger, board member of the Colorado Association of Family Day Care, complained about the piles of regulations that drive good day care mothers away from becoming legally licensed. In Mrs. Sweger's words, "The fact is, although most family day care providers are very concerned with

the well-being of all children, we can no longer operate with the obstacles and pressures thrown in our way by the federal government and by state and county social service departments."[5] This sentiment was shared by the other day care mother association representatives who felt that the reason only 5-10% of day care mothers operate within the law is because of the "hassles and no benefits" that come with being state or county licensed.

Low Pay - Mrs. Patricia Cox, President of the Licensed Family Day Care Association of New York State, gave figures in her National Forum keynote speech indicating that a New York State licensed day care mother with three full time day care children, working 10 hours a day, 50 weeks a year, grosses $3,377. This same day care mother spends money on materials, meals, insurance and other job related expenses, leaving the real yearly earning at $1,286. There are, of course, no sick days, vacation pay or payment for children's absences. This $1,286 figure does not even compare favorably with the meager $5,500 figure Social Security puts on the value of a housewife's work for 1975.[6]

To add insult to injury day care mothers are often not covered by minimum wage laws due to a loophole that defines their services as "purchase of service." Thus defined, they have no legal employee status. (Under direct government sponsorship day care mothers would be covered under minimum wage laws.[7] But even this is a bit unclear. In order to comply with Federal minimum wage regulations, the family day care mother is presumed to care for the full quotent of children permitted under the FIDCR ratios, which is rarely the case in practice.[8])

Low Status - Stemming from these extremely poor working conditions is the low status our society places on being a day care mother. HEW recently issued a publication that defined some 22,000 occupations on a skill scale from a high of 1 to a low of 887. A hotel clerk has a rating of 378. Day care mothers, along with foster mothers and homemakers, has a rating of 078.[9]

One can reasonably speculate that this low status has a detrimental effect on the type of care day care mothers provide. As one day care mother from Georgia said at the National Family Day Care Forum, "If I'm

treated as a professional then I'll perform as a professional." A 1974 HEW research and demonstration project reported that when family day care programs raise the status of the day care mothers through adequate benefits, the degree of professionalism rises among caregivers, as does the rate of employee retention.[10]

The need for societal support for quality care of children, particularly in the area of family day care, was elequently set forth by Mrs. Cox when she spoke for many sister day care mothers before the Senate Sub-Committee on Children and Youth, March 14, 1975. Here is an excerpt of this testimony:

> Unfortunately the service is often viewed as "custodial care" and "cheap labor." Without adequate funding mandated for Family Day Care, administrators often ignore the importance of providing equipment, needed materials, a respectable wage and the fostering of good self-image and motivational support.
>
> Isolation plays a large part in keeping family day care an ignored service. The provider is usually a woman "at home" with society viewing this as her place.
>
> With such negative approaches to family day care and with no adequate support systems, no career ladder and no recognition for training, there is little to motivate providers to give quality care.

Accomplishments of Associations

Although associations represent only a fraction of the day care mothers in the United States, they have already made important contributions in motivating providers to give quality care.

The Pasadenia, California, Day Care Mother Association provides no-interest loans to day care mothers who wish to improve their homes to raise the quality of family day care.

The Detroit, Michigan, Day Care Mother Association provides after-school free care to pre-adolescents who would otherwise be "latch-key children."

The Minneapolis, Minnesota, Day Care Mother Association has through Title IV-A provided $5,000 worth of resource equipment to members.

These day care mother associations, like many not mentioned, provide monthly newsletters, initiate training programs and, in varying degrees, affect local and state licensing regulations (See Appendix A for a more detailed look at Association accomplishments).

One of the most ambitious day care mother organizing efforts is taking place in New York State. The

Licensed Family Day Care Association of New York State is a sophisticated and visible association that has in its first 18 months of existence distributed over $2,500 to 11 local day care mother groups (see Appendix B), offered its members an informative newsletter, obtained liability insurance especially designed for family day care, and has successfully sought state and local guidelines on equipment allowances and paid sick days. Yet with all of these accomplishments this day care mother association, like most, is very fragile; without community support it can fold in a brief time. So in a sense, this association symbolizes both the potential promise and the difficulties inherent in the family day care mother association movement.

A Case Study in Day Care Mother Organizing

The seeds for the Licensed Family Day Care Mother Association of New York State began in Ithaca, New York, in the spring of 1971. A day care training committee, organized by the Tompkins County Day Care Council, and which included Department of Social Services staff, two day care mothers, and a Cooperative Extension agent decided that a positive self-image must be established as a prerequisite to training day care mothers. To help achieve this, they brought together 46 day care mothers for a recognition

dinner. For most of these women this was the first opportunity they had ever had to share ideas with others in the profession.

The following fall, a concerned volunteer, supported by the Day Care Council, brought together about 20 of the women who had been honored at the dinner to help them build their own organization. In a series of meetings they decided to focus on improving the working conditions of licensed day care mothers and expanding training and support opportunities. However, economic concerns were top priority. They demanded and received a $5 a week per child increase from the Department of Social Services after circulating a petition signed by over 500 parents and providers. They also began to play a planning role in developing new approaches to training opportunities at that time supported jointly by the Department of Social Services, the Day Care Council, and Cooperative Extension.

The news of the Ithaca Day Care Mother Association's success spread largely through the efforts of Cooperative Extension and day care councils. Day care mother leaders from Ithaca were soon invited to speak around the state on how to start an association. By 1973 these discussions had initiated three new day care mother associations - for a total of five - representing both urban and rural populations.

Three characteristics consistent with all five associations are:

1. Support from established community groups is essential to the success of a day care mother association. Day care mother associations, at least in the initial phases, depend on such community resources as duplicating machines, people to provide transportation and release time for emergency meetings, plus encouragement - lots of encouragement. Day care mother associations in New York State have found such support through Cooperative Extension, Day Care Councils, and the Department of Social Services on both a state and county level.

2. Day care associations can usually make only minimal demands on most members. The majority of the members are often inactive, due to lack of time but they offer verbal and financial support to the association, thus maintaining a favorable climate of opinion in which the day care leaders can operate. Although day care mother leaders are sometimes discouraged by the small numbers at association meetings, they often can turn out the "rank and file" when necessary. For example, a State Department of Social Services official who received a barrage of letters from Ithaca day care mothers concerning a state ratio regulation, assumed that there were over 200 women in the Ithaca association. It was better from the association's standpoint that the official not know that there were 40 association members, only 15 of whom were very active.

3. The majority of day care mothers join an association to break from isolating working conditions and for companionship. Often from these social beginnings day care mothers begin to express to one another feelings of exploitation and anger. In 1974 a Cooperative

> Extension agent brought day care mothers together in Middletown, New York, so they could plan a Christmas party for their children. Within a month these day care mothers formed an association, and on January 28, 1975, wrote a letter to the County Commissioner of the Department of Social Services stating "The payments for child care services are too low . . . it takes too long to get paid . . . and at the present time we see no advantage to being licensed." Another example of day care mothers collective feeling of powerlessness occurred during a three day Binghamton, New York, day care mother strike. One day care mother said, "The Department of Social Services believes they're doing us a favor by giving us six children to take care of five days a week. Then they are surprised that we want to get paid for this favor."

By 1974 six active day care mother associations (not including New York City) had become visible to three New York State child care organizations: Cooperative Extension, the Department of Social Services, and the State Association of Day Care Councils. In the spring of 1974, Cooperative Extension received a grant to hold a statewide Family Day Care conference. It invited representatives from the two other state organizations that were working with county associations and two day care mother association leaders to be on the conference steering committee.

The Steering Committee decided to provide the opportunity for a discussion of a statewide day care mother association at the conference although the formation of such an association was not an announced conference goal. Such a goal would have upset many county Department of Social Services' Commissioners who often considered day care mother associations an added headache. The Steering Committee's pre-conference strategy of fostering a statewide day care mother association began with the identification and contact of 12 day care leaders throughout the state. These 12 day care mother leaders met twice before the conference in order to plan workshops for day care mothers and also to get to know and feel comfortable with one another. Ten of these day care mother leaders were to be chosen at the conference to represent their region at the first meeting of the Licensed Family Day Care Association of New York State.

The two-day, fall 1974 Family Day Care statewide conference attracted over 80 day care mothers and about 100 workers from the sponsoring agencies. Several regulatory reforms resulted from the conference, but possibly the most significant even was the emergence of the Licensed Family

Day Care Association of New York State.[11] (Membership is open to non-licensed day care mothers.)

Most of the day care mothers who attended were only vaguely aware of the activities of the six existing county associations. They had given little thought to joining, initiating or even attending a meeting where such a discussion of organizing an association might take place. Yet on the second night of the conference, these 80 day care mothers met to discuss strategies on how to both strengthen and initiate local associations and how a statewide association could act as a collective voice for local associations on statewide issues.

What Happened to Make these Workers Feel the Need to be Organized?

It appeared that after two days of hearing how uncoordinated federal, state and local regulations often worked contrary to day care provider needs (despite the efforts of most officials) that these workers felt the need for collective action to combat their sense of exploitation, anger and powerlessness. A blueprint for action was presented to these workers on the second day of the conference when a day care mother at a general meeting asked a Department of Social Services caseworker,

"Can we leave here knowing that now that you are aware of our problems, that you are all going back and help us fight our battle?" The caseworker answered, "No! You have to realize that most of us here from the Department of Social Services are also cogs in the machine. Major decisions regarding how family day care is funded and how regulations are interpreted are made by elected county representatives, the state legislature and the higher-ups in the Department of Social Services. So if you want something you're going to have to be organized, have power, and then go ask for it yourselves."[12]

On January 11, 1975, the 14 regional representatives chosen earlier at the Family Day Care Statewide Conference met in Ithaca to write the by-laws for the Licensed Day Care Mother Association of New York State (Appendix C). (It took six months of sweat, pain and finally trust for the by-laws to be completed.) In these by-laws are a list of goals that include:

a. To seek quality care for all children in Family Day Care.

b. To raise the status of Family Day Care Home License.

c. To unite the Family Day Care providers for greater recognition in New York State.

d. To disseminate information to assist local organizations.

The Association consists of an executive committee and representatives of approximately 400 day care mothers from 15 counties, and New York City. A new insurance policy obtainable only through the State Association is expected to increase membership.

Several of the accomplishments of the association have previously been mentioned in this article, such as the $2,500 grant the association received from Cornell University that was divided among 11 committees to strengthen existing and initiate new day care mother associations. One association, with the help of a Senior Citizens group and the Department of Social Services used their $300 grant to set up a "senior citizen bank." Senior citizens were paid $2.00 an hour by the Association and the Department of Social Services to provide day care mothers with release time for doctor visits, training sessions, shopping for day care supplies, and for emergencies. To receive this service, one had to be a dues paying Association member.

Other State Association accomplishments come mostly under the heading of dissemination of state and federal information affecting family day care. The State Association urged its members to write letters to key legislatures in support of Federal School Lunch and Nutrition;

informed members of pending family day care legislation that the State Association Executive Board helped write; and disseminated information to county departments of social services and local day care mother associations on new state guidelines that permit day care mothers to receive free medical examinations and reimbursement for cost of training programs. The Association's Executive Board believes that several of its position papers spurred the State's Children's Bureau to issue these new guidelines.

The Problem of Maintaining Organization Unity.

As stated earlier, day care mother associations are often fragile and need a good deal of support in order to, as June Sale of Pacific Oaks College has observed through her west coast association experience, "survive and thrive."[13] The main reason these associations are so fragile is largely due to the fact that day care mothers work a hard eight to ten hour day. This coupled with family obligations, leaves little time to devote to the details that make an association operate effectively. Yet beyond the lack of time problem, there are other important conditions that are often

detrimental to an association's effectiveness. Sociologist Theodore Mills (1967) identified three conditions necessary for group cohesiveness - shared norms, morale and leadership.[14]

Shared Norms - There have been heated discussions among day care leaders in New York whether a goal of the statewide association should be to strengthen the state licensing system or try to have licensing discarded for an alternative system, such as the registration system being tested in Massachusetts. While this debate goes on among the association leaders, many of the rank and file are disturbed that the association is getting "too mixed up in politics," thereby ignoring their need for relaxed, apolitical get-togethers where companionship and sharing of day-to-day problems and solutions are major objectives. This friction in the association is consistent with sociologists' Katz and Kahn's contention that it's a fallacy to equate the stated purpose or goals of an organization with the purpose and goals of individual members.[15] Sociologist Amitai Eztioni (1969) has documented that this organizational dilemma regarding shared goals, is particularly endemic to organizations of semi-professionals.[16]

Morale - Several of the eleven day care mother associations in New York State seemed to have gone into a slump after the first 8-12 months of their existence. The statewide association has made attempts to help local associations accept this peak and valley phenomena, encouraging local leaders to patiently wait out a dormant phase as a natural organizational cycle. Unfortunately, several local day care mother association leaders have taken a "dormant phase" personally and tried to bully day care mothers to meetings instead of waiting for gut level issues or the need for professional companionship to naturally revitalize the association.

Leadership - Of the three conditions defined by Mills as determining factors for group cohesiveness, leadership seems to be the most important in regard to day care mother associations. (Stone and Hunzeker found the quality of leadership as the crucial factor in generating group cohesiveness in foster mother associations (1974).)[17] It is self-evident that the other two determinants of group cohesiveness--morale and shared norms--are dependent on the policies and power of association leaders. A recurring problem

with some of the leaders in day care mother associations, as with foster mother groups, is that a few individuals spend much of their time promoting recognition for themselves at the expense of the association. Then, of course, there is the basic problem that most day care mother leaders have had little experience in leadership positions. The Licensed Family Day Care Association of New York State is attempting to alleviate this latter problem by raising funds to support leadership training seminars for both state and county association officers.

Is It Worth the Hassle?

Are day care mother associations worth all the time commitments, endless hassles and broken promises that family day care mother organizations and their community friends are almost always asked to endure? Although there is no research that measures the effect day care mother associations have on their members,[18] or on the families they serve, an examination of the three hypotheses offered earlier regarding the effects of associations may put some light on the question.

Hypothesis 1: Group activity by day care mothers can help improve working conditions of day care mothers and the quality of service they offer children.

In 1975 the Rochester, New York, Family Day Care Association accomplished the following for county licensed providers: a raise from $4.95 to $6.00 per day per child; a yearly $25.00 equipment allowance for each provider; a $1,000 allowance for equipment to be used to set up a day care mother loan library; full payment for a total of seven absences each month for each sick child. (One reason this association obtained these work related benefits was through documenting for the County Board of Representatives the fact that it costs the county more to keep a dog in a kennel than it does to keep a child in a family day care home.)

Are the day care homes in Rochester improved becaus of these work benefits? The authoritative work by Victor Broome (1964) confirms that employee benefits do have a significant positive correlation on workers' job performance.[19] Of course, industry related job performance and child caring performance are not necessarily synonymous, but a 1974 HEW study finding previously referred to did conclude that, "Where caregivers are

assured a set salary and receive benefits such as sick leave and vacation, there is a high degree of professionalism among caregivers and a high rate of caregiver retention."[20]

Many of the local associations in New York State did not achieve the tangible success of the Rochester Association, but its members did attend association meetings, planned and participated in collective Christmas and Halloween parties for their day care children, went together on trips to parks, and coordinated training sessions often with the help of community colleges, departments of social services, day care councils and Cooperative Extension.

How did these group activities affect day care mother job performance? There is no definitive research on this question as it pertains to day care mothers but there is a large body of evidence that suggests group activities do have very positive effects on individual group members. For example, the classic Westinghouse Studies of the '30's demonstrated how group ties help individuals develop commitment to group goals and group cohesiveness (Homan's 1951),[21] (Katz & Kahn 1966)[22].

More recently, studies have affirmed that peers within groups do constitute strong influence on individual behavior and that a process of change successfully initiated in a peer group may become self-energizing and self-reinforcing (Katz & Kahn 1966)[23]. Anderson & Brandt (1939) and Sears (1940)[24] found that the group tends to exert influence on the individual which shift the individual's level of aspiration toward the mean of the group, particularly if the individual performance is consistently below the group average.

Although there are no studies connecting day care mother group activity to the improved care of children there is much anecdotal evidence that would lead us to this conclusion. Caseworkers, Cooperative Extension agents, and 4-C workers from several states have noted that the self-esteem and job performance of day care mothers significantly improved after day care mothers joined associations.[25] A 1974 report on "Effects of the Ithaca Day Care Mother Association"[26] came to the following conclusion, "The mothers have been encouraged through their involvement in the association to view themselves as professionals, providing a vital service to their community. This was particularly well expressed

by one provider who said, 'When I first started doing day care and people asked me if I worked I said, no, but now I say, Yes! I'm a day care mother.'" June Sale in a speech before the American Orthopsychiatric Association's 1974 annual meeting said, "Although the initial thrust of an organization of family day care mothers may not be the improvement of children's programs, the end result may be just that. In the Pasadena, California, area, the outcome of a group of family day care mothers working together has been increased visibility and improved child care."

The above evidence suggests that day care mothers view themselves as more than just baby sitters or make-shift arrangements through their involvement in an association. Association by-laws almost always mention as major goals both quality child care and an improved (non-custodial care) image to the community.

It also seems evident, that being part of an association breaks the isolation that often leads to poor child care. Isolation can make caregivers lethargic and may lead providers to take their frustrations out on their day care children. The literature on child abuse (Elmer, 1974) reports that abusive (biological) mothers are far

more isolated from outside sources of companionship or social networks than non-abusive mothers.[27]

Hypothesis 2: Group visibility allows day care mothers to influence licensing administrators to be more responsive to family day care issues.

Head Start Programs, consisting largely of a grass-roots constituency in the day care community, have made significant advances in influencing social services institutions. The Kirshner Report (1970)[28] concluded, "Head Start has been a successful strategy in widely achieving the goal of modifying local institutions so that they are more responsive to the needs of the poor."

Day care mother associations may soon have the same large-scale effect on making institutions more responsive to the needs of both providers and users of family day care. More and more association leaders are appearing on state and local task forces that previously were open only to group care personnel. In several states, administrators have changed rules and regulations in regard to family day care as a result of direct pressure from associations. At the national level, an HEW committee studying Federal interagency day care regulations under Title XX has solicited comments from day care mother leaders from across the country.

Hypothesis 3: Day care mother group visibility allows the community to offer its services and resources to a previously unidentifiable group of caregivers.

Recently I talked to a 4-C's group in Cincinnati, Ohio, that wanted to provide resources to family day care mothers.[29] One of its major stumbling blocks was in finding day care homes, a problem common to child-oriented service groups throughout the country. This problem is often compounded by welfare departments' reluctance to give out names of licensed providers due to "confidentiality policies."

Family day care associations have already identified many day care mothers in a given locality and are usually more than willing to give their names to child support agencies and institutions. The association becomes, in effect, a pathway for moving resources and assistance to the day care mothers. Support groups that have elected to provide services and technical assistance to associations include 4-C's, Cooperative Extension, referral and information agenices, Junior Leagues, churches, Friends of the Libraries, insurance companies, Montessori volunteer groups, and colleges.

One of the most common resources offered by these groups is access to a duplicating machine where an association newsletter can be turned out. In 1975 a study[30] under the auspices of Cornell Univeristy measured the effects of a newsletter titled Day Care Mother that was reaching over 3,000 family day care providers, both affiliated and non-affiliated with day care mother associations. Here are some of the results of this research project:

> Ninety-two percent of the responding day care mothers reported they use ideas found in the publication.
>
> Eighty-six percent said they read one-half or more of each issue.
>
> Eighty-five percent stated the publication helped them in caring for children in ways related to play activities; ideas in general and in feeding children.

One would surmise from these results that day care mothers are so incredibly isolated from the resources that are needed for securing good care to children, that the resources they do receive are both very appreciated and used. Visibility through day care mother associations can only help these needed resources enter family day care homes.

It should be noted that the group visibility theme contained in hypothesis 3 is one of the primary arguments for a system of registration (as distinguished from a licensing system), whereby a family day care provider would submit her name to a regulatory body and be certified often without a prior inspection of her home. In Massachusetts and parts of Michigan a registration system is in effect and preliminary results indicate that these registration systems significantly increase the number of day care mothers that can be systematically identified by social services agencies.[31] A caseworker from the Massachusetts Office of Children reported that within 14 months under the new registration system the number of "identifiable" day care mothers rose in her region from 10 to approximately 150.[32] One of the primary inducements for these day care mothers to register with the Office for Children was due to the resources made available through this office's community ties. Now that these family day care mothers have surfaced and have become visible to one another through efforts of this regional children's bureau they have begun their own association. It is interesting to note

that a pilot registration system in Midland County, Michigan, and a modified registration system in Fairfax, Virginia, have also led to associations.

Do Associations have Positive Effects on Marginal and Non-Association Members?

This is an important question since the vast majority of day care mothers fall into this category. I would argue that the answer is in the affirmative. First, employment benefits gained by a day care mother association's activities benefit all licensed day care mothers. Second, the interest in quality family day care generated through day care mother associations via newsletters, T.V. appearances and newspaper articles may be quite effective in getting across the message to both family day care providers and consumers that placing a child in front of a T.V. all day is not good child care.

Accountability - A Challenge for Family Day Care Associations.

Arthur Emlen[33] and Alice Collins at Portland State and June Sale[34] and Elizabeth Prescott at Pacific Oaks have certainly shown family day care to be a stable day care arrangement with the same potential for cognitive and social development as center day care. There is though

a growing concern that as family day care becomes a respectable component of our country's day care delivery system it simultaneously becomes a code word for cheap alternative to day care centers. This is unfortunate for two reasons. First, day care centers have inherent strengths, and this viable alternative day care network should not be dismantled. Second, quality family day care is not cheap. The 1971 Abt study[35] concluded that a quality family day care system costs about as much as a quality day care center system. A day care mother, in her keynote address to the DCCDCA's National Family Day Care Forum underscored the Abt studies finding when she said, "but love and concern are not enough. For quality care there is a cost, and this is in commitment and adequate funding."[36]

Day care mother associations can play a major role in securing this commitment and funding by demonstrating that appropriate work benefits, good self-image, access to community resources, and reasonable government regulation do in fact improve the quality of care to children. If a strong correlation between quality child care and the efforts of associations can be visibly established, then associations will have earned the accountability

required to ask appropriate funding sources for reciprocal accountability. Reciprocal accountability include appropriate work benefits, materials and training, children's health services, information and referral services for providers and consumers, and a strong voice in the administration of the day care network that family day care providers serve.

6/26/76

Writing about day care mother associations is much easier than putting an association together. The New York State day care mother association movement owes its thanks to June Rogers and Barbara Barry of the Tompkins County Day Care and Child Development Council; to Ann Mathews and Barbara Pine of New York State Cooperative Extension; to Greg Coler of the New York State Department of Social Services; and especially to day care mother leaders including Joan Conine, Pat Cox, Margaret Hayes, Marion Khona, Earlene Newsome, Maria Otto, Bev Pearson and Ruby Hughes.

Special credit is also due to Laurie Buehler who helped write the section on the Tompkins County Play Group Cooperative, and to Mon Cochran for giving generously of his time to help edit this manuscript.

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Appendix A

SOME ACCOMPLISHMENTS OF DAY CARE MOTHER ASSOCIATIONS

(All information in this section has been taken directly from newsletters and publicity brochures printed by the respective association.)

Denver Day Care Mothers Association - Denver, Colorado

Our main goal has always been to keep the community aware of the need for quality day care in day care homes and centers. Organizing an association is not an easy task. There were usual problems of finding a meeting place, communication, transportation, drawing up by-laws and articles of incorporation. As with most new organizations, interest has waned, but the faithful few have stuck by and we have built a strong foundation. As of June, 1976, our association has grown to include 15 counties and represents over 600 members.

We have been able to accomplish many things.

1. Two years ago with the help of a local child care association we helped to get an increase in the local welfare rate for child care.

2. By meeting with licensing staff in the county on a regular basis we have been able to promote better communications between day care mothers and licensing representatives.

3. We have been instrumental in changing the wording of a zoning code by implementing a very successful letter writing campaign resulting in making local licensing regulations consistant with federal regulations. It also allowed day care mothers to enroll 6 children in their day care homes.

4. We have offered workshops for members and non-members which included a certificate of completion.

5. A monthly newsletter is distributed. We try to keep our membership informed of the variety of child care legislation on local, state and federal levels.

6. Monthly meetings provide a supportive atmosphere where ideas are exchanged-- Speakers are also invited.

7. We have raised funds in a variety of ways-- selling candles and have made booties, garage sales and now we are selling posters which have a special place in our hearts.

8. Members are offered an insurance policy at a low rate of $21.00 per year. Our dues are $4.00 per year. Members voted last fall that members must attend at least 6 out of 10 meetings per year to qualify for the insurance.

9. The Association has finished working on a workshop program entitled "The Child in the Day Care World". This program was a joint effort by the Association, the local licensing agency, and the Denver Public Library.

10. Our next project is still in the planning stage. We are working with the local licensing agency and a local television service to produce a series about day care alternatives for working parents.

We have learned a great deal in the past four years. We hope this information will help you and encourage you to work for quality family day care in your community.

June, 1976

Hennepin County Family Day Care Association -

Minneapolis, Minnesota

1. State Funding. Quality Child Care, Inc. in coordination with the Association developed a proposal and secured funding for a sliding scale program. The Association serves in an advisory capacity to the program. The program provides for funding for 25 children with eventual increases for up to 75 children. It also provides for $5,000 worth of resource equipment, one full-time and one part-time staff person, a resource program for providers and further training programs for the funded providers.

2. A skills bank is being compiled to use the resources of our family day care providers in the areas of typing, organizing, teaching learned skills such as knitting, crocheting, sewing, etc.

3. A newsletter for Association members or by subscription will detail the Association activities and will keep readers up to date on happenings in child care. It will also contain a want ad section for exchanging and sale of equipment such as cribs, toys, large muscle equipment and household items.

4. Neighborhood groups are being formed to closely knit together day care providers in their own area--to discuss area problems and to use the area for setting up car pools for rides to meetings, back-up child care providers and educational opportunities.

5. Fund raising. Toy sales will continue so family day care providers can take advantage of the discounts.

6. Problem referral service. This would be a number to call when problems arise for both new and existing day care providers. Problems such as discipline, children, parents,

rates, legal help, as well as professional help for the natural parents could be obtained. Also information on the Association, on being licensed, on what to do for non-licensed people, and on who to contact when complaints of day care problems are spotted.

As Licensed Family Day Care Providers We Pledge:

That small children can learn while playing in the natural environment of a home.

That a home can be a learning laboratory and a supportive place for developing the attributes desired for a successful life.

That a home can be a bright and cheerful setting for pre-school learning, and that learning can come through joyful and productive play--with household items often being used as educational toys.

That the home-based teaching program should not follow a structured curriculum.

That the licensed family day care providers care for children from infant through school age. Our services are available on a daily basis, full or part-time, some evenings and weekends at the discretion of the day care provider.

That we are allowed to set our own rates and terms for payment, according to the services we offer.

1975

WATCH (Women Attentive to Children's Happiness) - Pasadenia, California

Since WATCH is not a large organization and has limited funds, we will be able to give benefits and services only to those people who become paid members of WATCH. Dues are only five dollars ($5.00) per year. As a paid member you are entitled to the following special WATCH benefits:

Information Service: A service manned by three WATCH volunteers who answer the phone, give out information concerning WATCH and direct calls to five or more day care mothers who are doing day care.

Toy Loan: The Toy Loan consists of toys and other equipment. Many of the items are too large or too expensive for an individual FDCM to buy on her own. Join WATCH and borrow what you like! A list of toys available is attached.

No Interest Loan Fund: A $1,000 loan fund, belonging to WATCH, is available to help improve the quality of family day care in WATCH members' homes. Full terms and requirements for a loan can be obtained from the loan committee: your president, vice president or treasurer.

Aid to New FDCMs: This special orientation packet has been prepared by WATCH. These packets contain useful information and ideas for new FDCMs. Also, other WATCH members will be more than willing to give advice and encouragement to new FDCMs.

Discounts: WATCH is now trying to line up special discounts at neighborhood stores for all organization members. The more members WATCH has, the bigger and better the discounts we all may be able to get. Have you recruited a new member yet? A list of places giving discounts at this time is attached.

Newsletter: The newsletter contains such regular features as: helpful hints, arts and crafts, recipes, want ads, book reviews, health news, nutrition facts, and other information which is important for all day care mothers. This newsletter comes out each month just before the WATCH meeting and always contains special news about WATCH happenings. If you would like to announce something, call your editor.

We hope to add even more benefits in the future. WATCH is a group where you can talk over common problems with other FDCMs, make new friends, and work together to improve the image and quality of family day care for everyone. We need you to help us grow and accomplish even more.

1975

Wayne County Day Care Home Association - Detroit, Michigan

In Detroit, Michigan, and surrounding suburbs, a group of licensed day care providers, with the help of the Department of Social Services and the Child Care Coordinating Council of Detroit/Wayne County, formed a non-profit organization composed of licensed caregivers. Thus, Wayne County Day Care Homes Association, as a fledgling organization geared toward "quality licensed day care homes," set into motion a program responding to this cry. It established a type of free referral service that would make it easy for parents to obtain licensed caregivers located near the child's own home. When a parent contacts the home licensing section of social services, the parent is referred to the Association's referral chairman, who then asks the area, number of children, ages, hours, and days needed. Almost immediately, our Referral Chairman locates a child caregiver. The caregiver contacts the parent usually within 24 hours and the parent and provider then work out their agreement.

If the parent and caregiver cannot come to terms, we assure the parent that another referral will be made if possible. Our Wayne County Day Care Homes Association is much more than just a referral service. We are

a social/business organization as well as a network of persons sharing ideas and impressions of child care from city to suburbs. We meet once a month in the homes of our members. This is the time we can discuss individual problems and talk out personal feelings and experiences dealing with child care. The caregivers share happy experiences concerning their day care homes, exchange recipes, decorative ideas, discuss pay scales, and give advice.

Sometimes during the regular day care working hours, we go on field trips. If the trip is at a place not suitable for very young children, some mothers stay at home while the others take all the children of reasonable age and ability. This is truly a wonderful experience for our children. They are so excited when for this special occasion all of them are together in one large group for a short time. The parents enjoy it and express their appreciation often to our members. On holidays we usually have some sort of collectively planned activity for parents, children, and caregivers, where we have interacting games, skits, and skills. Just this past Easter, over one hundred Easter baskets were distributed to needy children throughout the Inner-City. The baskets

were constructed by our members and day care children designed the eggs. Several members, including myself, served as volunteers in the pediatric section in a hospital on the weekends. We also collect information on child care, especially as it concerns day care homes. Our findings seem to show that statistics on the need for child care service only count those women at home who are interested in alternative care.

The shortage of low cost organized day care programs has created a desperate situation in this country. It is shocking to hear that thousands of children under the age of 6 have to take care of themselves while their mothers are at work. A recent study of the Chicago Housing Authority found that in one housing project alone there were four hundred "latch-key" children walking the streets. Thousands of infants and toddlers are being cared for by siblings under eighteen.

This is one aspect of the licensed family day care home that our organization and I personally am truly proud to make known, for we in Detroit are desperately trying to eradicate as many "latch-key" and child caring for infants and toddler situations as possible. We do this by having flexible hours and pay scales where the fee can be comfortably paid by the parent for their infant

or toddler. Often members of our organization have cared for "latch-key" children at little or no cost so that these children will not walk the streets. The community who has quality licensed family day care homes with dedicated licensed caregivers is a community with a stronghold on solving much of the situation that all too often appears in the child care field. Perhaps much of the 91% of the total child care service that takes place in licensed family day care homes is vastly composed of such situations and, hopefully, some day the public will come to know and realize that we are trained, dedicated, quite well-educated professionals who basically enjoy our work. Then no more will we have to explain, "I'm not a babysitter. I'm a licensed day care mother." A sitter comes in for an hour or so and you tell her what you want for your child. I decide about meals, what time they are served, what to do--when, where, and why. So I'm not a babysitter--I am a licensed day care mother.

Shelia Sanders
Wayne County Day Care
Homes Association
Detroit, Michigan, 1975

Appendix B

"MINI-GRANTS" TO STRENGTHEN AND INITIATE DAY CARE MOTHER ASSOCIATIONS

In July, 1975, the Licensed Family Day Care Association of New York State in conjunction with New York State Cooperative Extension received a $2,500 grant from Cornell University to be used to both strengthen and initiate local day care mother associations. The money, referred to as "mini-grants," was allocated to eleven communities who had submitted proposals. Each community had at least one Cooperative Extension agent and two day care mother leaders on their mini-grant committee.

The success of these association building efforts were mixed, but the following pattern did emerge. The six mini-grants that went to strengthen existing associations were well used as exemplified in case studies A and B (that are included in this section). On the other hand, four of the five communities that used the mini-grant in order to initiate an association fell far short of their goal as exemplified in case study C.

The five communities attempting to initiate an association used training sessions as the primary vehicle to

achieve their goal. Although all five communities had good turn-outs at their training sessions, only one made a conscientious effort to arrange times at the sessions for the providers to become acquainted with one another and feel free to discuss their concerns and gripes. This may have been the principle reason why only this one organizing effort led to an association.

CASE STUDY A

Goal

Tompkins County Day Care Mother Association received a $230 mini-grant to help the Association strengthen a play group cooperative it had established in 1974.

History of Play Group Cooperative

The Tompkins County Cooperative Project for Children was established in 1974, as a sub-committee project of the Tompkins County Family Day Care Association. The cooperative was created in response to the following feelings of isolation expressed by the Association's members:

a. need to be less home bound,

b. desire to interact and share ideas and support with other providers,

c. understanding that the individual home may not be able to provide all the types of experience which make for optimum child development.

During 1974-75, about ten day care providers and 60 children in their care met at a local gymnasium to form play groups three mornings each week. The gymnasium offered the open space for large muscle play which is often not available in the home but which is so valuable and

necessary during the winter months. The providers also planned and supervised craft and music activities.

At the end of this first year several suggestions were made to improve and expand the program. The following changes were considered desirable:

1) the program relocate to a space which could provide:
   a. protected areas for very young children as well as open space for large muscle exercise,
   b. storage space for art and craft supplies and other equipment,
   c. suitable craft space, i.e., table and chairs,
   d. parking area which does not necessitate crossing busy streets;
2) that an assistant coordinator, either volunteer or part-time be sought to manage equipment and supplies since providers' primary responsibilities are for the children in their care.

Mini-Grant Proposal

With the help of Cooperative Extension, the above ideas and other suggestions were written into a proposal and submitted to the statewide family day care association's

"mini-grant committee." The play group project was granted $230. By June, 1975, the Tompkins County Youth Bureau's gymnasium (the Tin Can) and a craft room was secured free of charge for the play groups use beginning in September. A Cornell student was paid $100 for expenses, and received field work credit for helping to coordinate the program.

Back to Reality

Unfortunately, the Association encountered several delays due to misunderstandings among the Youth Bureau's administrators concerning the availability and suitability of the space originally promised the Association. These delays caused a great deal of discouragement among providers since much group planning and individual investment had gone into the initial negotiations. The Association had been given a variety of toys and equipment, and craft supplies had been purchased, all of which went unused because of the delay. Finally, in January, an informal contract was drawn up with the Youth Bureau and the program got under way.

Program

With the help of the mini-grants, the Association's play cooperative operated from December '75 - May '76.

(Fund raising efforts for the fall '76 are on next page.) The play group was available to association members and non-members on Wednesday and Fridays, 9 a.m. - 12 noon. The play groups averaged six day care mothers and 24 children. Eleven day care mothers used the play group regularly.

The majority of day care mothers used their own cars to transport their children, but transportation was made available on a regular basis for day care mothers without cars with the help of mini-grant funds. Day care mothers brought their own equipment but the Association provided craft supplies that were stored at the "Tin Can."

A Side Benefit

For Valentine's Day, the providers involved in the initial planning of the play group held an open house and party for the county's family day care providers. Transportation, which is often a problem for family day care providers, was provided thanks to the funding grant. The turn out was large--65 children, 20 providers--and since volunteers had been secured to supervise the program, the Association used the time to plan for the upcoming months. Due to this success, the decision was

made to hold the Association's monthly meetings at the "Tin Can" during regular program hours, with transportation and volunteers made available. The Association's 26 members found this combination outing and meeting time much more convenient than previously scheduled evening meetings.

Future of the Play Group

The day care mothers involved in the play group felt that project went very well and wanted to see it continue. To secure money for the fall of '76 the Association coordinated a fund raising Open House and Activities Fair in May. The community was invited to the "Tin Can" to meet members of the Day Care Association and the local Day Care Council as well as to participate in a variety of activities for children that could be easily duplicated at home. Materials for a "planting table," wood gluing and sculpturing, collages, and make-your-own snack foods were donated by community merchants. Family day care mothers shared their craft, music, and activities with over 150 children and adults during the three hour open house. Over $100 was raised by this effort. This success has encouraged the Association to

plan a similar fair to be held early in the fall to both raise money for the play group and to alert the community to the important work of family day care mothers.

CASE STUDY B

Family Day Care Association of Nassau County received a $250 mini-grant. The mini-grant was used over a one year period for the following:

a. six bi-monthly newsletters and postage,

b. promotional brochure that increased the association's membership from 96 to 128,

c. incorporation expenses,

d. refreshments for association meeting.

CASE STUDY C

County "Y" received a $175 mini-grant. The money went to a committee comprised of a Cooperative Extension agent, and three day care mothers. Their goal was to initiate an association for the over 75 day care mothers in the community. They employed a two-fold approach to achieve this goal. First they offered a bi-weekly, three month training program titled "Those Preschool Years." Second, they planned to form an association using the writing and dissemination of a newsletter as the organizing vehicle.

Over 30 day care mothers attended at least two of the training workshops. Eighteen day care mothers received "certificates" for completing the ten session course. Several attempts were made to interest the day care mothers who had attended the training session to put out a newsletter. All attempts failed, and with that, so did the idea of an association.

Appendix C

BY-LAWS

THE LICENSED FAMILY DAY CARE ASSOCIATION OF NEW YORK STATE

ARTICLE I: NAME AND ADDRESS

1.1 The name of this organization shall be The Licensed Family Day Care Association of New York State.

1.2 The address of this association shall be the address of the treasurer.

ARTICLE II: GOALS AND PURPOSE

2.1 GOALS

a. To seek quality care for all children in Family Day Care.

b. To raise the status of the Family Day Care Home License.

c. To unite the Family Day Care Providers for greater recognition in New York State.

d. To direct ourselves towards the implementation and realization of our annual commitments.

e. To disseminate information to assist local organizations.

f. To keep the state aware of the methods of systems of payment to Day Care Providers.

g. To obtain considerations for Licensed Family Day Care Providers who care for special children.

h. To keep the members, associate organizations and the public informed of the goals and purposes of this association.

i. To have the state mandate training for Family Day Care Providers.

j. To initiate training courses for Licensed Day Care Providers in New York State.

k. To have the New York State Department of Social Services officially recognize this training taken by Providers.

l. To insure that the state and local counties involve Family Day Care Providers in the formation and implementation of training programs.

m. To assist in obtaining any federal, state or private funds to be used for Licensed Family Day Care.

n. To request that the state recommend that local departments work with communities in providing Day Care Mothers with a responsible back-up support system.

o. To review state and federal standards applying to licensed Family Day Care Homes and work for changes we feel necessary both on state and federal levels.

2.2 PURPOSE

a. To meet the needs of the Family Day Care Providers in New York State so that they can better meet the needs of the children.

b. To insure that federal and state standards are such that contradictions do not exist which encourage abuse of the day care license.

c. To define quality day care and work for changes that we feel necessary on a state and federal level.

d. To provide an exchange of ideas among all persons in family day care.

e. To encourage day care providers to involve day care consumers at the state and local level.

f. To seek ways that state and federal funds can be channelled to pay day care mothers a higher remuneration when they work with special children.

g. To enhance the image of day care homes and clarify our purpose in our communities.

h. To provide a network of communication between family day care providers in New York State.

i. To encourage the growth of local groups in every county.

j. To help local groups organize, utilizing all of their community resources.

ARTICLE III: MEMBERS

3.1 Membership in this association is open to any licensed or independent family day care provider in the State of New York. Only licensed family day care providers may vote.

3.2 Associate membership is available for organizations comprised primarily of independent day care providers. Licensed family day care providers who are members of aforementioned organizations may join as an individual voting member. Dues are $5 per 10 members.

3.3 Organizations or individuals wishing to receive informational mailings may do so for an annual fee of $5.

3.4 Dues for Licensed Family Day Care Providers or independent providers shall be $3 per fiscal year, or $1.50 per one half fiscal year.

ARTICLE IV: OFFICERS

4.1 The President, Vice-President, Secretaries, Treasurer and Legislative Chairperson shall be elected for a term of two (2) years which begins immediately following the business meeting at the annual meeting. They may be elected to a second term, but not eligible for more than two (2) terms in any given office.

4.2 The Parliamentarian shall be appointed by the President but subject to the approval of the Executive Committee.

4.3 Resignations from any elected position must be submitted in writing to the President.

4.4 The President shall preside at all meetings of this Association and its Executive Committee shall generally supervise all affairs of this Association. She shall be an Ex Officio member of all standing committees, and shall prepare an annual report for all Association members.

4.5 The President shall prepare and distribute agendas for all Forum, annual and Executive Committee meetings, subject to approval of the Executive Committee.

4.6 The Vice-President shall, in the absence of the President, preside at regular and special meetings of this Association and its Executive Committee and shall assist the President.

4.7 The Recording Secretary shall take minutes of all Association and Executive Committee meetings and shall be responsible for the distribution of such minutes. These will be distributed within fourteen (14) days of the meetings.

4.8 The Corresponding Secretary shall prepare a newsletter every two months for distribution to all county representatives, executive committee members, associate members and associate organizations. Her duties include social correspondence, invitations, thank you letters and the notification of Executive Committee members, county representatives and general membership of their respective meetings. These notices shall be sent at least four (4) weeks prior to the meetings.

4.9 The Treasurer shall be responsible for all financial transactions of the association, shall collect association dues and shall be bonded according to the balance in the accounts. She shall have the books closed and audited by a qualified person agreed upon by the Executive Committee and shall give an annual report of the transactions at the annual meeting. No check of more than fifty ($50) shall be written without the approval of the Executive Committee.

4.10 The Legislative Chairperson shall be responsible for keeping the membership informed as to any additions or changes in the Law proposed or enacted pertaining to Licensed Family Day Care. She shall be responsible for drawing up draft recommendations of issues to be brought to the Executive Committee for approval before submitting them to the State Department of Social Services. The President and the Legislative Chairperson may act together in an Emergency when it would be impossible to get Executive Committee approval. The President and the Legislative Chairperson shall make three official visits to Albany each year in the interest of the State Association. If the Treasury permits, these expenses will be paid by the State Association.

4.11 The Nominating Chairperson shall be appointed by the President subject to the approval of the Executive Committee.

ARTICLE V: COUNTY REPRESENTATIVES

5.1 Each County shall determine its own Licensed Family Day Care Provider representative and or alternate. New York City, Westchester County, Nassau County and Suffolk County shall be represented by three (3) representatives and or alternates per county/city.

5.2 County Representatives shall be known as The Forum and shall convene twice a year in January and June and at the annual meeting in October.

5.3 Each Representative has the responsibility of attending these meetings or sending an alternate. Notice must be given to the member coordinating the meeting fourteen (14) days prior to the meeting if there will be no representative from the county/city.

5.4 A representative wishing to have their county's concerns on the agenda must notify the President at least fourteen (14) days prior to the meeting.

5.5 Each county shall cast one vote at Forum meetings, except New York City, Westchester, Suffolk and Nassau which shall have three votes per county/city.

5.6 County Representatives may direct concerns to the President or Executive Committee at any time during the year.

5.7 Any representative and or alternate may make suggestions and enter into discussion at Forum meetings as long as they have been recognized by the chair.

5.8 The County/City representatives will keep their county/city and local associaticns informed on all matters pertaining to the Licensed Family Day Care Association of New York State.

ARTICLE VI: EXECUTIVE COMMITTEE

6.1 The Executive Committee shall consist of the Immediate Past President, President, Vice-President, Recording and Corresponding Secretaries, Treasurer, Legislative Chairperson and Parliamentarian. Chairpersons of Standing/ Special committees may be invited by the committee to attend meetings.

6.2 Only Executive Committee members may vote at these meetings, one equal vote each. The Past President shall function solely as an advisor.

6.3 The Executive Committee shall determine policies and procedures for the State Association.

6.4 Executive Committee members shall inform the President of activities related to the State Association.

6.5 Executive Committee members must attend all six (6) meetings each year unless there is a legitimate excuse approved by the majority vote of the executive committee. (See also article 10.3.)

6.6 Vacancies on this Committee may be filed by the consensus of the Executive Committee until the next annual meeting, at which time the membership will vote an appointment.

6.7 The Immediate Past President shall automatically serve as advisor to the Executive Committee.

6.8 Any member soliciting a position on the Executive Committee must express their two (2) year commitment to the post, in writing not less than thirty (30) days prior to the annual meeting. This should be addressed to the present executive committee.

6.9 No Executive Committee Member of County Representative shall be denied participation due to the lack of funds.

ARTICLE VII: MEETINGS

7.1 The fiscal year of the association shall commence on the first (1st) day of May and end on the thirtieth (30) day of April.

7.2 An annual meeting of the membership shall be held the first (1st) Saturday in October of each year in Albany. This will commence with the calendar year 1976 unless such be a legal holiday, in which case such meetings shall be held on the next succeeding Saturday at 11:00 (eleven o'clock) in the morning.

7.3 The Executive Committee will meet three times a year, January (upstate), June (downstate), and October in Albany. These meetings will be held either prior to or after Forum and annual meetings.

7.4 The Forum shall meet twice a year, January (upstate) and June (downstate). Forum members shall also attend the annual meeting in October.

7.5 Special meetings of this association shall be held at such time and place by vote of the Executive Committee, or by request of 2/3 (two-thirds) of the membership entitled to vote.

Written notice stating time, place and purpose of such meetings shall be given to all voting members at least 15 (fifteen) days in advance of such meetings.

7.6 At each annual meeting, the members may transact any business as per the agenda. Members wishing to transact business at each meeting must notify the President in writing no later than fourteen (14) days prior to the meeting.

7.7 At each biennial meeting, all voting members shall elect Committee Members. A quorum shall consist of 1/3 of the voting membership present.

ARTICLE VIII: COMMITTEES

8.1 Membership Committee

8.2 Nominating Committee

ARTICLE IX: PARLIAMENTARY AUTHORITY

9.1 The rules contained in the current edition of Roberts' Rules of Order Newly Revised shall govern the association in all cases to which these by-laws and any special rules of order the Association may adopt.

ARTICLE X: RIGHT OF PARTICIPATION

10.1 No person shall be denied the services of this association, or be excluded from membership and participation therein because of race, creed, color, sex or religion and discrimination of any kind in these regards is expressly prohibited.

10.2 Resignation from any elected or appointed office shall be submitted in writing to the President, who shall respond.

10.3 Failure of any Executive Committee member to comply with Article VI 6.5 shall be grounds for immediate dismissal by majority vote of the Executive Committee. Any County Representative or Executive Board member may be dismissed from her/his position by a majority vote of the Executive Committee for infraction of the rules and regulations hereby set forth in these by-laws.

ARTICLE XI: AMENDMENTS

11.1 These by-laws may be amended by a 2/3 (two thirds) vote of the membership entitled to vote.

11.2 By-law changes shall be presented at an annual meeting and will be voted upon at the following annual meeting. Sixty days (60) written notice shall be given to all members entitled to vote.

By-Laws
LFDCANYS 1975

ADDENDUM

A Brief Review of Research on Family Day Care

In May, 1959, a Children's Bureau survey provided information on a national basis regarding child care arrangements made by working mothers. This study made it quite clear that family day care was the most prevalent type of "out-of-home" care (Lajewski, 1959). In 1969, a national survey conducted under the auspices of the Women's Bureau, U.S. Department of Labor, estimated that there are 1.8 million children in family day care (Seth, Low and Spindler, 1968). This figure is still used today, and if correct, means that there are twice as many children in family day care arrangements than are in group care (eight times more children in family day care than in Head Start).

Stability of Family Day Care Arrangement

There seems to be a national debate on the issue of the stability of the family day care arrangement. The two most divergent views are represented in the Keister-Sanders Report (Family Day Care: Some Observations, 1973), and the Emlen-Donaghue-Clarkson Longitudinal Study (1972). The first reported that "continuity of care proved to be

a sham, with greater mobility of the children among different family care givers than in center care." The latter (Emlen) came to the following conclusion: "Most arrangements end for extrinsic reasons and not for dissatisfaction and would last longer were it not for changes of work role, of residence, or of changes to child care usage where the child remains at home. Many satisfactory arrangements last for years.

Cost

Finding the true cost of "quality" family day care seems to be as tricky for researchers as establishing whether or not family day care is a stable arrangement for children. Vivian Lewis, in a 1973 report on day care prepared for the Joint Economic Committee of Congress (Day Care: Needs, Costs, Benefits, Alternatives) points to one of the dilemmas policy makers face when looking at the current research on cost.

> The main difficulty with the most recent estimates of the cost of family day care is that they are so wholly in contradiction with the data produced by the same agencies a few years ago when they were urging the expansion of day care centers. Developmental family day care was then estimated at costing $1,423 at a minimum level, $2,032 at an acceptable level, and $2,372 at a desirable level (under the 1968 standards), a minimum of $557 higher than the present estimates.

Of course, there are several explanations for these discrepancies. One of course is the whole question of what is meant by minimum levels of quality and desirable levels of quality; another is that cost experts have in recent years eliminated in their cost analyses, social and psychological services to children in family day care. Two figures widely used in regard to family day care costs were prepared by Donald Ogilvie for OCD in 1972. Ogilvie concludes that the mean cost of family home care for a full day for infants (0-18 months) is $2,025 per child, and for toddlers (19-35 months) is $2,122. Some critics suggest that these figures do not include the hidden costs of family day care such as insurance, overhead or equipment. In any event, the issue of "hidden costs" is clearly an issue that researchers need to look at. Another important research issue is parent preference and cost. Important preliminary research (Richard Rowe, Massachusetts Early Education Project, 1962) suggests that costs do play an important role in parental preference for in-home care.

Family Day Care Consumers

Questions regarding family day care consumers

(parents) have mostly centered on parent preference, although questions on parent payment and ecological questions in regard to family day care's effect on families have recently emerged.

Many researchers would agree with Arthur Emlen (1972 Family Day Care Research: A Summary and Critical Review) that "preference research is still at a very rudimentary stage." The problems with several studies, such as Wilner's 1969 New York City work, is that although it found that private family day care users in New York City preferred group care, the sampling was done from center waiting lists. Emlen has pointed out that research on preferences needs to take into account how informed consumers are about the alternatives as well as the feasibility or availability of alternative forms of care so as not to confound what is possible with what is preferred.

The question of family day care payments is being touched on in a current national day care consumer survey by UNCO. The data suggest that one third of day care is paid in cash, 10 percent is not paid, and 55 percent is paid in-kind. True family day care may fall partly in the bartered category, and partly in the paid category.

Family day care's impact beyond the day care home has not gone beyond the descriptive stage but there is evidence that family day care does have an important impact on families. Here is an exerpt from a report presented at the 1971 Annual Meeting of the American Orthopsychiatric Association: "An unexpected result was the development of the day care mother as an indigenous community worker, influencing not only the children to whom she gives care, but the children's families and other families in the community. Through daily contact, these mothers develop relationships with working mothers whom social agencies have often found hard to reach or help." Research conducted by Arthur Emlen (Matchmaking, 1971) and June Sale (Open the Door - See the People, 1972) corraborate the supportive influence family day care seems to provide to some of the families it serves.

Strengths and Weaknesses of Family Day Care

For many years the strengths attributed to family day care seemed to be in areas that would benefit parents rather than children. Such strengths would include family day care's geographical convenience, flexibility in hours, and its relatively inexpensive nature. Now some observers

are saying that family day care may in some ways be more advantageous to group care in its relation to children. June Sale, in her OCD funded descriptive report, "Open the Door - See the People" (1972) states the following in regard to family day care and center care. "One of the advantages of family day care is that, because a family is not focused solely on the child, as is a center, it can offer a broader range of stimuli in a more complex environment." On the other end of the spectrum, Saunder and Keister found in their 1973 report titled, "Family Day Care: Some Observations" that family day care did not live up to high performance standards. These researchers state:

> One must conclude from the date that many of the children in family day care were not realizing their potential for development . . . One third of the babies in the group performed at lower levels in their final tests of mental abilities, and 42 percent at considerably lower levels in their final tests of motor abilities than they had on first testing; and in the area of social development, half of the group of babies earned much lower social quotients at older ages than they had scored at young age levels.

A more neutral position on the family day care vs. center care question was taken by Ranch and Crowell in their NIMH demonstration project entitled, "Toward

High Quality Family Day for Infants and Toddlers" (1974). These researchers concluded that the important variables for quality care are not location or physical setting, but rather adult-child ratio, consistency of caregivers, and the quality of the care that is given.

Training

There is not much data on the effectiveness of training providers. The University of Michigan under the direction of Thelma Valenstein conducted an in-service family day care training program for 68 providers. The program evaluators found that one group of participants were rated significantly higher in their child care skills and qualities at the end of the program than they had at the beginning. The University of Hawaii's OCD funded Infant Satellite Nurseries Project (1974) also reported the importance of in-service-training. The Project Director placed more significance on in-service-training than on pre-service-training.

One of the major caveats in regard to training programs is that warmth and love cannot be legislated, and even intensive caregiver training programs cannot teach anyone to give it. William R. Prosser, referring

to the Abt Associates, "Cost Projections for F.A.P. Child Care" said that in fact there is evidence that there is no correlation between "warmth" and caregiver training (Vivian Lewis, 1973). This raises important questions in regard to public policy and hiring women to be day care mothers in order to "get them off welfare."

One of the important issues in regard to training is whether to put "support services" under the rubric of training or put "training" under the rubric of support services. There is some evidence that the latter upgrading of service strategy is more efficient. The 1974 OCD Final Report entitled, "Family Home Day Care Systems Demonstration Project" reported that "when family day care programs raise the status of the day care mothers through adequate benefits, the degree of professionalism rises among caregivers, as does the rate of employee retention."

The Licensing Debate

There is a major debate in the family day care community whether family day care mothers should be licensed or registered (under a registration system a family day care mother would submit her name to a regulatory body and be certified often without prior inspection of her

home). Vivian Lewis in her 1973 day care report to the Joint Economic Committee of Congress wrote, "Efforts at policing, licensing, and controlling day care in the family situation seemed doomed to failure and the best control devices appear to be parental choice." The argument for abolishing licensing for a system of parent regulations through registration was voiced in the Michigan Department of Social Science Interim Report (February, 1976) entitled, "Demonstration Project for the Registration of Family Day Care Homes." The preliminary findings of the demonstration project suggest that the "registration approach results in a higher number of homes regulated, . . . moderate costs incurred, and a greater willingness for providers to become regulated." The report also stated that under registration there was an increased number of homes having one or more rule violations. It is clear that the whole question of registration as it pertains to public policy will have to be further examined.

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